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FEDERAL COMMUNICATIONS COMMISSION
OFFICE OF THE SECRETARY

EX PARTE

Ms. Magalie Roman Salas
Secretary
Federal Communications Commission
TW-A325
445 Twelfth Street, S.W.
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Re: CC Docket Nos. 96-45 and 97-160 – FCC Workshop held on December 10-11, 1998

Dear Ms. Salas:

On November 25, 1998, the Common Carrier Bureau ("CCB") of the Federal Communications Commission ("FCC") issued a Public Notice announcing that it would be holding public workshops on the input values to be associated with the forward-looking economic cost model platform adopted by the FCC on October 28, 1998.¹ On December 10 - 11, 1998, the CCB held its second and third workshops to discuss issues relating to plant specific and plant non-specific expenses and material costs. During the workshops, the CCB encouraged participants to file comments on the materials presented during the workshop proceedings. BellSouth Telecommunications, Inc. ("BellSouth"), as a participant in the workshops, hereby files these comments with the Secretary of the FCC.

The FCC Staff proposes to include General Support and Network Support expenses as part of the inputs for plant-specific expenses. The factors for these two categories of expenses are developed by dividing the Network Support expenses by the investment in Accounts 2112-2116, and dividing the General Support expenses by the investment in Accounts 2121-2124. While BellSouth handled these two categories of expenses on a per line basis in the BCPM 3.1, BellSouth does not object to estimating expenses based on ratios of expense to investment levels. However, there is significant danger in estimating expenses in this manner if the model

¹ Common Carrier Bureau to Hold Three Workshops on Input Values to be Used to Estimate Forward-Looking Economic Costs For Purposes of Universal Service Support, CC Docket Nos. 96-45 and 97-160, *Public Notice*, DA 98-2406, release November 25, 1998.

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incorrectly estimates investments or if forward-looking investments significantly varies from actual existing investments. If the forward-looking investments are understated (or overstated) by the cost proxy model, then the forward-looking expenses, developed based on existing expense to investment relationships, are also going to be missed. If the FCC uses their proposed method of estimating these expenses as a percentage of investment, then the investments generated from the "FCC synthesized model" must be tested for reasonableness. Commenters in the workshops stated that the FCC synthesized model algorithms contain formulas that lower the support investments, thus lowering these expenses.

The FCC plans to reduce forward-looking structure investment by applying structure sharing factors. Structure sharing factors reduce investment by assigning some of the trenching, pole and conduit costs to other utilities. However, while maintenance costs should be unaffected by the use of structure sharing, the outcome from use of an investment based expense factor would be to reduce maintenance expense as structure cost is reduced. Such an outcome would be illogical. ARMIS expenses and investments reflect the level of structure sharing experienced today. Any increased sharing of buried trenches, as proposed by the FCC, would significantly reduce the investment in buried cable accounts generated by the model. However, one would not expect the maintenance on that cable to be reduced. Therefore, the relationship of maintenance expense to investment, as experienced and shown on ARMIS reports, will not be the correct relationship to reflect maintenance cost. Here is an example:

ARMIS REPORTS:

45C Maintenance Expense	\$100 / year
45C Investment (w/ no sharing)	\$1000
Expense Factor	$\$100/\$1000 = 10\%$

FORWARD-LOOKING:

45C Maintenance Expense	\$100 / year
45C Investment (w/ 33% Sharing)	\$666
Expense Factor	$\$100/\$666 = 15\%$

According to the FCC proposal, structure investment is separately identified in the HCPM model. However, upon closer examination of the FCC proposal and the presentation prepared by the FCC Staff, this does not seem to be the case. If the FCC combines structure costs into the cost of cable, then structure sharing factors would improperly reduce cable costs. Structure investment must be separated from the cost of the cable because the structure sharing factor applies to the structure only and not to the material.

Similarly, the selected fill (also known as utilization) factors will also impact expenses. Fill factors higher than those experienced currently will lower the investment required, and thus inappropriately lower expenses when expenses are developed as a percentage of investment based on existing expense to investment relationships. In fact, if fill factors were as high as those being considered by the FCC Staff, then maintenance expenses would increase as technicians would have to spend more time locating a spare pair for use when a pair fails.

The utilization percentages proposed by Staff for distribution cable are considerably higher than the percentages endorsed by the LECs. Indeed, they are even higher than the percentages endorsed by HAI. There is no record to support the overly high utilization factors endorsed by the FCC. If such high fills were pursued in the real world, the end result would be cables that are filled to capacity in some areas, leading to the need for reinforcement cables. Such cables are expensive and would be unpopular to homeowners, as lawns must be torn up, etc.

The FCC's model uses one utilization input for both fiber cable and copper cable (feeder). Such an approach is unwarranted and results in overly high utilization percentages being applied to copper feeder cable, thus understating the investment.

The FCC requests comments on whether maintenance factors should be state specific, company specific or a national average. BellSouth would propose that the expense/investment ratios for General Support and Network Support be developed at a company level since many of these expenses occur at the company level. The remainder of the plant-specific expense categories should be determined at the state level for each company's territory.

The FCC suggests that a rolling average calculation of investments and expenses should be used. While a rolling average might result in less fluctuation over time rather than only using one year's data, BellSouth recommends the use of the latest available data to ensure that the data used represents forward-looking data. Furthermore, BellSouth recommends that the expense estimates be updated on a basis consistent with the updates of all the study inputs.

The FCC proposes to use composite Current Cost/Book Cost ("CC/BC") ratios to convert booked investment to current dollars for use in developing the expense to investment ratios. The CC/BC ratios proposed are average ratios that would be applied to all companies. This broad average approach will result in companies with primarily new plant having their forward-looking investments overstated, and companies with older (on average) plant having their forward-looking investments understated. Company-specific, and perhaps state-specific, CC/BC ratios seem more appropriate.

As BellSouth addressed in its *ex parte* letter, dated December 16, 1998, the FCC has suggested using productivity offsets to adjust ARMIS expenses to forward-looking expenses. BellSouth believes that forward-looking expenses should include both the impacts of inflation and productivity offsets. BellSouth proposed forward-looking expenses to the FCC and to each of its state commissions based on projections of its future expense levels. These forward-looking expenses include the effects of inflation/deflation as well as productivity gains. Care must be taken to ensure that appropriate expenses are determined by the cost proxy model. If the model underestimates investments and also includes productivity offsets, the expenses generated by the model based on expense to investment ratios could be significantly under-stated. The FCC has also suggested that plant-specific expenses be adjusted for the exclusion of non-supported expenses. If the investment identified by the model reflects supported services, then expenses based on expense to investment ratios should represent only supported services.

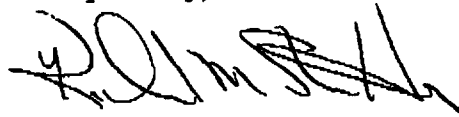
The FCC suggests the exclusion of non-forward-looking expenses and the exclusion of expenses associated with service connection/disconnection activities. BellSouth agrees that when using the ARMIS data as the starting point, adjustments should be made to remove nonrecurring expenses. Additionally, if the ARMIS data includes one-time occurrences such as re-engineering expenses, etc., those expenses should be excluded from forward-looking expenses if no comparable expenses are expected to occur in the future.

Also, in general, the FCC has not adequately defined what is included in their proposed input values nor have they adequately explained how their values were developed. The FCC has not yet addressed some key input values that are a necessity to ascertain the accurate cost values. Specifically, telco engineering and splicing costs have been excluded from the FCC's initial cable cost inputs. At the workshop, the FCC Staff recognized that these should be included but have not yet done so.

In addition, BellSouth notes that several BellSouth inputs (e.g., SAI inputs), as filed with the Commission on June 1, 1998, appear to fall outside the FCC's "high/low" range and no explanation is given by the FCC as to why this data was not used in developing the high/low range. BellSouth's recommendations are based on recent experience and contracts. It is not clear how the FCC established the values for their high and low impact ranges.

It is almost impossible for BellSouth to effectively review input values that appear to still be a work in progress. The information received from the FCC is not clear or definite and makes it difficult for BellSouth to evaluate the appropriateness of the FCC's proposed inputs values. Once BellSouth receives all the information needed to analyze the FCC data, it will be able to provide the Commission and the FCC Staff with a more complete evaluation of the inputs and the cost-proxy model.

Respectfully,



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CERTIFICATE OF SERVICE

I do hereby certify that I have this 6th day of January 1999 served the following parties to this action with a copy of the foregoing EX PARTE - RE: CC DOCKET NOS. 96-45 and 97-160 - FCC WORKSHOP HELD ON DECEMBER 10-11, 1998 by hand or by placing a true and correct copy of the same in the United States Mail, postage prepaid, addressed to the parties listed on the attached service list.



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